

EMERGENCY MANAGEMENT – BASIC PLAN

City of San Antonio
Emergency Management Office

EMERGENCY MANAGEMENT
BASIC PLAN

City of San Antonio, Texas
July 9, 2001

EMERGENCY MANAGEMENT – BASIC PLAN

APPROVAL AND IMPLEMENTATION

The City of San Antonio, Texas

EMERGENCY MANAGEMENT BASIC PLAN

This emergency management plan is hereby approved. This plan is effective immediately and supercedes all previous editions.

Signed
EDWARD D. GARZA, MAYOR

8/22/01
DATE

Signed
TERRY BRECHTEL, CITY MANAGER

8/26/01
DATE

JULY 2001

JULY 2001

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RECORD OF CHANGES

BASIC PLAN

CHANGE #	DATE OF CHANGE	CHANGE ENTERED BY	DATE ENTERED

JULY 2001

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I. AUTHORITY

A. Federal

1. ROBERT T. STAFFORD DISASTER RELIEF & EMERGENCY ASSISTANCE ACT, (AS AMENDED), 42 U.S.C. 5121
2. EMERGENCY PLANNING AND COMMUNITY RIGHT-TO-KNOW ACT, 42 U.S.C. 5101
3. EMERGENCY MANAGEMENT AND ASSISTANCE, 44 CFR
4. HAZARDOUS WASTE OPERATIONS & EMERGENCY RESPONSE, 29 CFR 1910.120
5. FEDERAL RESPONSE PLAN
6. FEDERAL RADIOLOGICAL EMERGENCY RESPONSE PLAN

B. State

1. GOVERNMENT CODE, CHAPTER 418 (EMERGENCY MANAGEMENT)
2. GOVERNMENT CODE, CHAPTER 433 (STATE OF EMERGENCY)
3. GOVERNMENT CODE, CHAPTER 791 (INTER-LOCAL COOPERATION CONTRACTS)
4. HEALTH & SAFETY CODE, CHAPTER 778 (EMERGENCY MANAGEMENT ASSISTANCE COMPACT)
5. EXECUTIVE ORDER OF THE GOVERNOR RELATING TO EMERGENCY MANAGEMENT
6. ADMINISTRATIVE CODE, TITLE 37, PART 1, CHAPTER 7 (DIVISION OF EMERGENCY MANAGEMENT)
7. STATE OF TEXAS EMERGENCY MANAGEMENT PLAN

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C. Local

1. CITY ORDINANCE #67229, DATED JUNE 2, 1988.

II. PURPOSE

This Basic Plan outlines the City of San Antonio's (COSA) approach to emergency operations. It provides general guidance for emergency management activities and an overview of COSA methods of mitigation, preparedness, response, and recovery. The plan describes the COSA emergency response organization and assigns responsibilities for various emergency tasks. This plan is intended to provide a framework for more specific functional Annexes that describe in more detail who does what, when, and how. This plan applies to all COSA officials, departments, and agencies.

The primary audience for this plan includes:

- A. the Mayor and other elected officials,
- B. the City Manager's Office,
- C. the COSA Emergency Management staff,
- D. COSA department and agency heads and their senior staff members,
- E. leaders of local volunteer organizations that support emergency operations, and
- F. others who may participate in COSA mitigation, preparedness, response, and recovery efforts.

III. SITUATION AND ASSUMPTIONS

A. Situation

The City of San Antonio (COSA) is exposed to many hazards, all of which have the potential for disrupting the community, causing casualties, and damaging or destroying public or private property. A summary of major hazards is provided in Figure 1. More detailed information is provided in the COSA Hazard Analysis,

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published separately. Also see Attachment #8 for explanation of various acronyms and definitions.

FIGURE 1

HAZARD SUMMARY

	LIKELIHOOD OF OCCURRENCE*	ESTIMATED IMPACT ON PUBLIC HEALTH & SAFETY	ESTIMATED IMPACT ON PROPERTY
Hazard Type:	(SEE BELOW)	LIMITED/MODERATE/MAJOR	LIMITED, MODERATE, MAJOR
<i>NATURAL</i>			
DROUGHT/HEAT WAVE	Highly Likely	Limited to Moderate	Moderate
EARTHQUAKE	Unlikely	Limited	Limited
FLASH FLOODING	Highly Likely	Moderate to Major	Moderate to Major
FLOODING (RIVER OR TIDAL)	Likely	Moderate to Major	Moderate to Major
HURRICANE	Occasional	Moderate	Moderate
TORNADO	Occasional	Moderate to Major	Moderate to Major
WILDFIRE	Unlikely	Limited	Limited to Moderate
WINTER STORM/ICE	Occasional	Major	Major to Moderate
<i>TECHNOLOGICAL</i>			
DAM FAILURE	Unlikely	Major	Major
ENERGY/FUEL SHORTAGE	Occasional	Limited	Limited
HAZMAT/OIL SPILL (FIXED SITE)	Highly Likely	Limited to Major	Limited to Major
HAZMAT/OIL SPILL (TRANSPORT)	Highly Likely	Limited to Major	Limited to Major
MAJOR STRUCTURAL FIRE	Occasional	Limited	Limited
WATER SYSTEM FAILURE	Occasional	Limited to Major	Limited to Major
<i>SECURITY</i>			
CIVIL DISORDER	Occasional	Limited to Major	Limited to Major
ENEMY MILITARY ATTACK	Unlikely	MAJOR	Major
TERRORISM/DOMESTIC	Occasional	MAJOR	Limited to Major
* LIKELIHOOD OF OCCURRENCE: UNLIKELY, OCCASIONAL, LIKELY, OR HIGHLY LIKELY			

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B. Assumptions

1. COSA will continue to be exposed to and subject to the impact of those hazards described in Figure #1 as well as to lesser hazards and other risks that may develop in the future.
2. It is possible for a major disaster to occur at any time and at any place. In many cases, dissemination of warning to the public and implementation of increased readiness measures may be possible. However, some emergency situations occur with little or no warning.
3. Outside assistance will be available in most emergency situations effecting COSA. Since it takes time to summon external assistance, it is essential for COSA to be prepared to carry out the initial emergency response on an independent basis.
4. Proper mitigation actions, such as floodplain management, and fire inspections, can prevent or reduce disaster-related losses. Detailed emergency planning, training of emergency responders and other personnel, and conducting periodic emergency drills and exercises can improve COSA readiness to deal with emergency situations.

IV. CONCEPT OF OPERATIONS

A. OBJECTIVES

The objectives of the COSA Emergency Management Program are to protect public health and safety and preserve public and private property.

B. General

1. It is the City of San Antonio's responsibility to protect public health and safety and preserve property from the effects of hazardous events. COSA has the primary role in identifying and mitigating hazards, preparing for, responding to, and managing the recovery from emergency situations that effect COSA.

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2. It is impossible for the City of San Antonio (COSA) to do everything that is required to protect the lives and property of our population. COSA citizens have the responsibility to prepare themselves and their families to cope with emergency situations and manage their affairs and property in ways that will aid the government in managing emergencies. COSA will assist citizens in carrying out these responsibilities by providing public information and instructions prior to and during emergency situations.
3. COSA is responsible for organizing, training, and equipping emergency responders and emergency management personnel, providing appropriate emergency facilities, providing suitable warning and communications systems, and for contracting for emergency services. State and Federal government offer programs that provide some assistance with portions of these responsibilities.
4. To achieve our objectives, COSA has organized an emergency program that is integrated by employing the resources of government, organized volunteer groups, and businesses. The program is also comprehensive by addressing mitigation, preparedness, response, and recovery factors. This Basic Plan is one element of COSA preparedness activities.
5. This plan is based on an all-hazard approach to emergency planning. It addresses general functions that may need to be performed during any emergency situation and is not a collection of plans for specific types of incidents. For example, the “Warning” Annex addresses techniques that can be used to warn the public during any emergency situation, whatever the cause.
6. Departments and agencies tasked in this plan are expected to develop and keep current standard operating procedures that describe how emergency tasks will be performed. Departments and agencies are charged with insuring the training and equipment necessary for an appropriate response are in place.
7. This plan is based upon the concept that the emergency functions that must be performed by many departments or agencies generally parallel some of their normal day-to-day functions. To the extent possible, the same personnel and material resources used for day-to-day activities will be employed during emergency situations. Because personnel

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and equipment resources are limited, some routine functions that do not contribute directly to the emergency may be suspended for the duration of an emergency. The personnel, equipment, and supplies that would normally be required for those functions will be redirected to accomplish emergency tasks.

C. Operational Guidance

1. Initial Response

COSA emergency responders are likely to be the first on the scene of an emergency situation. They will normally take charge and remain in charge of the incident until it is resolved or others who have legal authority to do so assume responsibility. The first responders will seek guidance and direction from COSA officials and seek technical assistance from State and Federal agencies and industry where appropriate.

2. Implementation of ICS

- a. The first local emergency responder to arrive at the scene of an emergency situation will implement the incident command system and serve as the Incident Commander until relieved by a more senior or more qualified individual. The Incident Commander will establish an Incident Command Post (ICP) and provide an assessment of the situation to local officials, identify response resources required, and direct the on-scene response from the ICP.
- b. For some types of emergency situations, a specific incident scene may not exist and the EOC may accomplish initial response actions, such as mobilizing personnel and equipment and issuing precautionary warning to the public. As the potential threat becomes clearer and a specific impact site or sites identified, an Incident Command Post may be established with direction and control of the response transitioned to the Incident Commander.

2. Source and Use of Resources.

- a. COSA will use its own resources to respond to emergency situations, purchasing supplies and

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equipment if necessary, and requesting assistance if COSA resources are insufficient or inappropriate. §418.102 of the Government Code provides that the county should be the first channel through which a municipality requests assistance when its resources are exceeded. If additional resources are required, COSA will:

- 1). Summon those resources available to COSA pursuant to inter-local agreements.
 - 2). Summon emergency service resources that we have contracted for.
 - 3). Request assistance from volunteer groups active in disasters.
 - 4). Request assistance from industry or individuals who have resources needed to deal with the emergency situation.
- b. When external agencies respond to an emergency situation within COSA, they are expected to conform to the guidance and direction provided by the Incident Commander.

D. Incident Command System (ICS)

1. COSA intends to employ ICS in managing emergencies. ICS is both a strategy and a set of organizational arrangements for directing and controlling field operations. It is designed to effectively integrate resources from different agencies into a temporary emergency organization at an incident site that can expand and contract with the magnitude of the incident and resources on hand. A summary of ICS is provided in Attachment 7.
2. The Incident Commander is responsible for carrying out the ICS function of command -- managing the incident. The four other major management activities that form the basis of ICS are operations, planning, logistics, and finance/administration. For small-scale incidents, the Incident Commander and one or two individuals may perform all of these functions. For larger incidents, a number of individuals from different departments or

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agencies may be assigned to separate staff sections charged with those functions.

3. An Incident Commander using response resources from one or two departments or agencies can handle the majority of emergency situations. Departments or agencies participating in this type of incident response will normally obtain support through their own department or agency.
4. In emergency situations where other jurisdictions or the state or federal government are providing significant response resources or technical assistance, it is generally desirable to transition from the normal ICS structure to a Unified Command structure. This arrangement helps to ensure that all participating agencies are involved in developing objectives and strategies to deal with the emergency. Attachment 7 provides additional information on Unified Command.

E. ICS - EOC Interface

1. For major emergencies and disasters, the Emergency Operations Center (EOC) will be activated. When the EOC is activated, it is essential to establish a division of responsibilities between the Incident Command Post and the EOC. A general division of responsibilities is outlined below. It is essential that a precise division of responsibilities be determined for specific emergency operations.
2. The Incident Commander is generally responsible for field operations, including:
 - a. Isolating the scene
 - b. Directing and controlling the on-scene response to the emergency situation and managing the emergency resources committed there.
 - c. Warning the population in the area of the incident and providing emergency instructions to them.
 - d. Determining and implementing protective measures (including evacuation or in-place sheltering) for the population in the immediate area of the incident and for emergency responders at the scene.

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- e. Implementing traffic control in and around the incident scene.
 - f. Requesting additional resources from the EOC.
3. The EOC is generally responsible for:
- a. Providing resource support for the incident command operations.
 - b. Issuing community-wide warning.
 - c. Issuing instructions and providing information to the general public.
 - d. Organizing and implementing large-scale evacuation.
 - e. Organizing and implementing shelter and mass arrangements for evacuees.
 - f. Coordinating traffic control for large-scale evacuations.
 - g. Requesting assistance from the State and other external sources.
4. In some large-scale emergencies or disasters, emergency operations with different objectives may be conducted at geographically separated scenes. In such situations, more than one command operation may be established. If this situation occurs, it is particularly important that the allocation of resources to specific field operations be coordinated through the EOC.

F. State, Federal, and Other Assistance

1. State and Federal Assistance
- a. If local resources are inadequate to deal with an emergency situation, COSA will request assistance from the State. State assistance furnished to local governments is intended to supplement local resources and not substitute for such resources, including mutual aid resources, equipment purchases or leases, or resources covered by emergency service contracts. As noted previously, cities must request assistance from their county before requesting state assistance

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- b. Requests for state assistance should be made to the Disaster District Committee (DDC) Chairperson, who is the Captain in charge of the Department of Public Safety (DPS) District Office in San Antonio. See Appendix 2 to Annex M (Resource Management) for a form that can be used to request state assistance. In essence, state emergency assistance to local governments begins at the DDC level and the key person to validate a request for, obtain, and provide that state assistance and support is the DDC Chairperson. A request for state assistance must be made by the Mayor and may be made by telephone, fax, or teletype. The DDC Chairperson has the authority to utilize all state resources within the district to respond to a request for assistance, with the exception of the National Guard. Use of National Guard resources requires approval of the Governor.
- c. The Disaster District staff will forward requests for assistance that cannot be satisfied by state resources within the district to the State EOC in Austin for action.

2. Other Assistance

- a. If resources required to control an emergency situation are not available within the State, the Governor may request assistance from other states pursuant to a number of interstate compacts or from the federal government through the Federal Emergency Management Agency (FEMA).
- b. For major emergencies and disasters for which a Presidential Declaration has been issued, federal agencies may be mobilized to provide assistance to states and local governments. The *Federal Response Plan (FRP)* describes the policies, planning assumptions, concept of operations, and responsibilities of designated federal agencies for various response and recovery functions. The *Federal Radiological Emergency Response Plan (FRERP)* addresses the federal response to major incidents involving radioactive materials.

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- c. FEMA has the primary responsibility for coordinating federal disaster assistance. Direct federal assistance is not authorized prior to a Presidential emergency or disaster declaration. FEMA has limited authority to stage initial response resources near the disaster site as well as activate command and control structures prior to a declaration and the Department of Defense has the authority to commit its resources to save lives prior to an emergency or disaster declaration. See Annex J (Recovery) for additional information on the assistance that may be available during disaster recovery.

G. Emergency Authorities

1. Key federal, state, and local legal authorities pertaining to emergency management are listed in Section I of this plan.
2. Texas statutes and the Executive Order of the Governor Relating to Emergency Management provide local government, principally the chief elected official, with a number of powers to control emergency situations. If necessary, COSA shall use these powers during emergency situations. These powers include:

- a. Emergency Declaration

In the event of riot or civil disorder, the Mayor may request the Governor to issue an emergency declaration for COSA and take action to control the situation. Use of the emergency declaration is explained in Annex U, Legal.

- b. Disaster Declaration

When an emergency situation has caused severe damage, injury, or loss of life or it appears likely to do so; the Mayor may by executive order or proclamation declare a local state of disaster. The Mayor may subsequently issue orders or proclamations referencing that declaration to invoke certain emergency powers granted to the Governor in the Texas Disaster Act ***on an appropriate local scale*** in order to cope with the disaster. These powers include:

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- 1). Suspending procedural laws and rules to aid a timely response.
- 2). Using all available resources of government and commandeering private property, subject to compensation, to cope with the disaster.
- 3). Restricting the movement of people and occupancy of premises.
- 4). Prohibiting the sale or transportation of certain substances.
- 5). Implementing price controls.

A local disaster declaration activates the recovery and rehabilitation aspects of this plan. A local disaster declaration is required to obtain state and federal disaster recovery assistance. See Annex U (Legal) for further information on disaster declarations and procedures for invoking emergency powers.

c. Authority for Evacuations

State law does not authorize the Governor or local officials to issue mandatory evacuation orders. State and local officials may recommend evacuation of threatened or stricken areas.

H. Actions by Phases of Emergency Management

1. This plan addresses emergency actions that are conducted during all four phases of emergency management.

a. Mitigation

COSA will conduct mitigation activities as an integral part of the emergency management program. Mitigation is intended to eliminate hazards, reduce the probability of hazards causing an emergency situation, or lessen the consequences of unavoidable hazards. Mitigation should be a pre-disaster activity, although mitigation may also occur in the aftermath of an emergency situation with the intent of avoiding repetition of the situation. The COSA mitigation program is outlined in Annex P, Mitigation.

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b. Preparedness

COSA will conduct preparedness activities to develop the response capabilities needed in the event of an emergency. Among the preparedness activities included in the emergency management program are:

- 1). Providing emergency equipment and facilities.
- 2). Emergency planning; including maintaining this plan, its annexes, and appropriate procedures.
- 3). Conducting or arranging appropriate training for emergency responders, emergency management personnel, other local officials, and volunteer groups who assist COSA during emergencies.
- 4). Conducting periodic drills and exercises to test COSA plans and training.

c. Response

COSA will respond to emergency situations effectively and efficiently. The focus of most of this plan and its annexes is on planning for the response to emergencies. Response operations are intended to resolve an emergency situation while minimizing casualties and property damage. Response activities include warning, emergency medical services, fire fighting, law enforcement operations, evacuation, shelter and mass care, emergency public information, search and rescue, as well as other associated functions.

d. Recovery

If a disaster occurs, COSA will carry out a recovery program that involves both short-term and long-term efforts. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal state. The federal government, pursuant to the Stafford Act, provides the vast majority of disaster recovery assistance. The recovery process includes assistance

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to individuals, businesses, and to government and other public institutions. Examples of recovery programs include temporary housing, restoration of government services, debris removal, restoration of utilities, disaster mental health services, and reconstruction of damaged roads and bridges. The COSA recovery program is outlined in Annex J, Recovery.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. General

Most departments and agencies of local government have emergency functions in addition to their normal day-to-day duties. During emergency situations, normal organizational arrangements are modified to facilitate emergency operations. The COSA governmental organization for emergencies includes an executive group, emergency services, and support services. Attachment 3 depicts the emergency organization.

2. Executive Group

The Executive Group provides guidance and direction for emergency management programs and for emergency response and recovery operations. The Executive Group includes the Mayor, City Manager(s), and the Emergency Management Coordinator.

3. Emergency Services

Emergency Services include the Incident Commander and those departments, agencies, and groups with primary emergency response actions. The Incident Commander is the person in charge at an incident site.

4. Emergency Support Group

This group includes COSA departments and agencies that support and sustain emergency responders and also coordinates emergency assistance provided by organized

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volunteer organizations, business and industry, and other sources.

5. Volunteer and Other Services

This group includes organized volunteer groups and businesses who have agreed to provide certain support for emergency operations.

B. Assignment of Responsibilities

1. General

For most emergency functions, successful operations require a coordinated effort from a number of departments, agencies, and groups. To facilitate a coordinated effort; elected and appointed officials, departments and agency heads, and other personnel are assigned primary responsibility for planning and coordinating specific emergency functions. Generally, primary responsibility for an emergency function will be assigned to an individual from the department or agency that has legal responsibility for that function or possesses the most appropriate knowledge and skills. Other officials, departments, and agencies may be assigned support responsibilities for specific emergency functions. Attachment 4 summarizes the general emergency responsibilities of COSA officials, department and agency heads, and other personnel.

2. The individual having primary responsibility for an emergency function is normally responsible for coordinating preparation of and maintaining that portion of the emergency plan that addresses that function. Plan and Annex assignments are outlined in Attachment 5. Listed below are general responsibilities assigned to the Executive Group, Emergency Services, Support Services, and other Support Agencies. Additional specific responsibilities can be found in the functional Annexes to this Basic Plan.

3. Executive Group Responsibilities

a. The Mayor will:

- 1). Establish objectives and priorities for the emergency management program and provide

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general policy guidance on the conduct of that program.

- 2). Monitor the emergency response during disaster situations and provides direction where appropriate.
- 3). With the assistance of the COSA Public Information Officer, keep the public informed during emergency situations.
- 4). With the assistance of the legal staff, declare a local state of disaster, request the Governor declare a state of emergency, or invoke the emergency powers of government when necessary.
- 5). Request assistance from other local governments or the State when necessary
- 6). Direct activation of the EOC.

b. The City Manager will:

- 1). Implement the policies and decisions of the governing body relating to emergency management.
- 2). Organize the emergency management program and identify personnel, equipment, and facility needs.
- 3). Assign emergency management program tasks to departments and agencies.
- 4). Ensure that departments and agencies participate in emergency planning, training, and exercise activities.
- 5). Coordinate the operational response of local emergency services.
- 6). Coordinate activation of the EOC and supervise its operation.

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- c. The Emergency Management Coordinator will:
 - 1). Serve as the staff advisor to the Mayor and City Manager on emergency management matters.
 - 2). Keep the Mayor and City Manager apprised of preparedness status and emergency management needs.
 - 3). Coordinate COSA emergency management planning and preparedness activities as well as the maintenance of this plan.
 - 4). Prepare and maintain a resource inventory.
 - 5). Arrange training for COSA emergency management personnel and emergency responders.
 - 6). Coordinate periodic emergency exercises to test COSA plans and training.
 - 7). Manage the EOC, develop procedures for its operation, and conduct training for those who staff it.
 - 8). Activate the EOC when required.
 - 9). Perform day-to-day liaison with the state emergency management staff and other local emergency management personnel.
 - 10). Coordinate with organized volunteer groups and businesses regarding emergency operations.

4. Common Responsibilities

All emergency services and support services will:

- a. Provide personnel, equipment, and supplies to support emergency operations upon request.
- b. Develop and maintain standard procedures for emergency tasks.

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- c. Provide trained personnel to staff the Incident Command Post and EOC and conduct emergency operations.
 - d. Provide current information on emergency resources for inclusion in the Resource List in Appendix 1 to Annex M, Resource Management.
 - e. Report information regarding emergency situations and damage to facilities and equipment to the Incident Commander or the EOC.
5. Emergency Services Responsibilities
- a. The Incident Commander will:
 - 1). Manage emergency response resources and operations at the incident site command post to resolve the emergency situation.
 - 2). Determine and implement required protective actions for response personnel and the public at an incident site.
 - b. Warning
 - 1). Primary responsibility for this function is assigned to the COSA Fire Communications Center/Dispatcher who will help prepare and maintain Annex A (Warning) to this plan and supporting procedures.
 - 2). Emergency tasks to be performed include:
 - a). Receive information on emergency situations.
 - b). Alert key COSA officials of emergency situations.
 - c). Disseminate warning information and instructions to the public through available warning systems.

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- d). Disseminate warning and instructions to special facilities such as schools and hospitals.
- c. Communications
 - 1. Primary responsibility for this function is assigned to the EOC Communications Officer who will prepare and maintain Annex B (Communications) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). Identify the communications systems available within the local area and determine the connectivity of those systems.
 - b). Develop plans and procedures for coordinated use of the various communications systems available in this jurisdiction during emergencies.
 - c). Determine and implement means of augmenting communications during emergencies, including support by volunteer organizations.
- d. Radiological Protection
 - 1. Primary responsibility for this function is assigned to the Metropolitan Health District who will prepare and maintain Annex D (Radiological Protection) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). Maintain inventory of radiological equipment.
 - b). Ensure response forces include personnel with current training in radiological monitoring and decontamination.

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- c). Assist response to radiological incidents and terrorist incidents involving radiological materials.
 - d). Make notifications concerning radiological incidents to state and federal authorities.
- e. Evacuation
 - 1. Primary responsibility for this function is assigned to the Emergency Management Coordinator who will prepare and maintain Annex E (Evacuation) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). Identify areas where evacuation has been or may be in the future and determine of population at risk.
 - b). Perform evacuation planning for known risk areas to include route selection and determination of traffic control requirements.
 - c). Develop simplified planning procedures for ad hoc evacuations.
 - d). Determine emergency public information requirements.
 - e). Perform evacuation planning for special needs facilities (schools, hospitals, nursing homes) and other institutions.
- f. Fire Fighting
 - 1. Primary responsibility for this function is assigned to the Fire Chief who will prepare and maintain Annex F (Fire Fighting) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). Fire prevention activities.

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- b). Fire detection and control.
 - c). Hazardous material and oil spill response.
 - d). Terrorist incident response.
 - e). Evacuation support.
 - f). Post-incident reconnaissance and damage assessment.
 - g). Fire safety inspection of temporary shelters.
 - h). Prepare and maintain fire resource inventory.
- g. Law Enforcement
- 1. Primary responsibility for this function is assigned to the Police Chief who will prepare and maintain Annex G (Law Enforcement) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). Maintenance of law and order.
 - b). Traffic control.
 - c). Terrorist incident response.
 - d). Provision of security for vital facilities, evacuated areas, and shelters.
 - e). Access control for damaged or contaminated areas.
 - f). Warning support.
 - g). Post-incident reconnaissance and damage assessment.
 - h). Prepare and maintain law enforcement resource inventory.

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h. Health and Medical Services

1. Primary responsibility for this function is assigned to the Metropolitan Health District (MHD) Director who will prepare and maintain Annex H (Health and Medical Services) to this plan and supporting procedures.
2. Emergency tasks to be performed include:
 - a). Coordinate health and medical care and EMS support during emergency situations.
 - b). Public health information and education.
 - c). Inspection of food and water supplies.
 - d). Develop emergency public health regulations and orders.
 - e). Coordinate collection, identification, and interment of deceased victims.

i. Direction and Control

1. Primary responsibility for this function is assigned to the Emergency Management Coordinator who will prepare and maintain Annex N (Direction and Control) to this plan and supporting procedures.
2. Emergency tasks to be performed include:
 - a). Coordination of COSA operating forces.
 - b). Maintain coordination with neighboring jurisdictions and the Disaster District 3B at DPS Headquarters in San Antonio.
 - c). Maintain the EOC in an operating mode or be able to convert the designated facility space into an operable EOC rapidly.

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- d). Assigns representatives, by title, to report to the EOC and develops procedures for crisis training.
 - e). Develops and identifies the duties of the staff, use of displays and message forms, and procedures for EOC activation.
 - f). Coordinates the evacuation of areas at risk.
- j. Hazardous Materials and Oil Spills
- 1. The primary responsibility for this function is assigned to the Fire Chief who will prepare and maintain Annex Q (Hazardous Material & Oil Spill Response) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). In accordance with OSHA regulations, establish ICS to manage the response to hazardous materials incidents.
 - b). Establish the hazmat incident functional areas (e.g., Hot Zone, cool zone, Cold Zone, etc.)
 - c). Determine and implement requirements for personal protective equipment for emergency responders.
 - d). Initiate actions to control and eliminate the hazard in accordance with established hazmat response guidance and procedures.
 - e). Determine areas at risk and which public protective actions, if any, should be implemented.
 - f). Apply appropriate fire fighting techniques if the incident has, or may, result in a fire.

EMERGENCY MANAGEMENT – BASIC PLAN

- g. Determine when affected areas may be safely reentered.
 - k. Search and Rescue
 - 1. The primary responsibility for this function is assigned to the Fire Chief who will prepare and maintain the emergency tasks in Annex R (Rescue) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). Coordinate and conduct search and rescue activities.
 - b). Identify requirements for specialized resources to support rescue operations.
 - c). Coordinate external technical assistance and equipment support for search and rescue operations.
 - l. Terrorist Incident Response
 - 1. Primary responsibility for this function is assigned jointly to the Police Chief and the COSA Emergency Management Coordinator who will prepare and maintain Annex V (Terrorist Incident Response) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). Coordinate and carry out defensive anti-terrorist activities, including criminal intelligence, investigation, protection of facilities, and public awareness activities.
 - b). Coordinate and carry out offensive counter-terrorist operations to neutralize terrorist activities.
 - c). Carry out terrorism consequence operations conducted in the aftermath of a terrorist incident to save lives and protect public and private property.

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- d). Ensure required notifications of terrorist incidents are made to state and federal authorities.

6. Support Services Responsibilities

a. Shelter and Mass Care

1. Primary responsibility for this function is assigned to the Red Cross who will prepare and maintain Annex C (Shelter and Mass Care) to this plan and supporting procedures.
2. Emergency tasks to be performed include:
 - a). Perform emergency shelter and mass care planning.
 - b). Coordinate and conduct shelter and mass care operations with COSA departments, relief agencies, and volunteer groups.

b. Emergency Public Information

1. Primary responsibility for this function is assigned to the City Public Information Officer who will prepare and maintain Annex I (Emergency Public Information) to this plan and supporting procedures.
2. Emergency tasks to be performed include:
 - a). Conduct on-going hazard awareness and public education programs.
 - b). Compile and release information and instructions for the public during emergency situations and respond to questions relating to emergency operations
 - c). Provide information to the media and the public during emergency situations.
 - e). Arrange for media briefings.

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- f). Compiles print and photo documentation of emergency situations.
- c. Recovery
 - 1. Primary responsibility for this function is assigned to the Director of Development Services who will prepare and maintain Annex J (Recovery) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). Establish and train damage assessment teams using COSA personnel. Coordinate the efforts of that team with state and federal damage assessment personnel who may be dispatched to assist COSA.
 - b). Assess and compile information on damage to public and private property and needs of disaster victims and formulate and carry out programs to fill those needs.
 - c). If damages are beyond COSA capability to deal with, then compile information for use by COSA elected officials in requesting state or federal disaster assistance.
 - d). If COSA is determined to be eligible for state or federal disaster assistance, then coordinate with state and federal agencies to carry out authorized recovery programs.
- d. Public Works & Engineering
 - 1. Primary responsibility for this function is assigned to the City Public Works Director who will prepare and maintain Annex K (Public Works and Engineering) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). Protect government facilities and vital equipment where possible.

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- b). Assess damage to streets, bridges, traffic control devices, and other public facilities.
 - c). Direct temporary repair of vital facilities.
 - d). Restore damaged roads and bridges.
 - e). Restore waste treatment and disposal systems.
 - f). Arrange for debris removal.
 - g). General damage assessment support.
 - h). Building inspection support.
 - i). Provide specialized equipment to support emergency operations.
 - j). Support traffic control and search and rescue operations.
- e. Energy and Utilities
- 1. Primary responsibility for this function is assigned to the Public Works Director who will prepare and maintain Annex L (Energy and Utilities) to this plan and supporting procedures in cooperation with City Public Service (CPS), San Antonio Water System (SAWS), and other COSA officials.
 - 2. Emergency tasks to be performed include:
 - a). Prioritize restoration of utility service to vital facilities.
 - b). Arrange for the provision of emergency power sources where required.
 - c). Identify requirements for emergency drinking water and portable toilets for the function responsible for mass care.

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- d). Assess damage to, repair, and restore public utilities.
 - e). Monitor recovery activities of privately utilities.
- f. Resource Management
 - 1. Primary responsibility for this function is assigned to the COSA Emergency Management Coordinator who will prepare and maintain Annex M (Resource Management) to this plan and supporting procedures.
 - 2. Emergency tasks to be performed include:
 - a). Maintain an inventory of emergency resources.
 - b). During emergency operations; locates supplies, equipment, and personnel to meet specific needs.
 - c). Maintain a list of suppliers for supplies and equipment needed immediately in the aftermath of an emergency.
 - d). Establish emergency purchasing procedures and coordinate emergency procurements.
 - e). Establish and maintain a manpower reserve and coordinate assignment of reserve personnel to departments and agencies that require augmentation.
 - f). Coordinate transportation, sorting, temporary storage, and distribution of resources during emergency situations.
 - g). Establish staging areas for resources, if required.
 - h). During emergency operations, identify to the Donations Management Coordinator

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those goods, services, and personnel that are needed.

- i). Maintain records of emergency-related expenditures for purchases and personnel.

g. Human Services.

1. Primary responsibility for this function is assigned to the Community Initiatives Director who will prepare and maintain Annex O (Human Services) to this plan and supporting procedures.
2. Emergency tasks to be performed include:
 - a). Identify emergency feeding sites.
 - b). Identify sources of clothing for disaster victims.
 - c). Secure emergency food supplies.
 - d). Support the operation of shelter facilities; whether operated by COSA, local volunteer groups, or organized disaster relief agencies such as the American Red Cross.
 - e). Coordinate special care requirements for disaster victims such as the aged, special needs individuals, and others.
 - f). Coordinate the provision of disaster mental health services to disaster victims, emergency workers, and/or others suffering trauma due to the emergency incident/disaster.

h. Hazard Mitigation

1. The primary responsibility for this function is assigned to the Public Works Director/Hazard Mitigation Coordinator who will prepare and maintain Annex P (Hazard Mitigation) to this plan and supporting procedures.

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2. Emergency tasks to be performed include:
 - a). Maintain the local Hazard Analysis.
 - b). Identify beneficial pre-disaster mitigation projects and seek approval from COSA officials to implement such projects.
 - c). In the aftermath of an emergency, determine appropriate actions to mitigate the situation and coordinate implementation of those actions.
 - d). Coordinate and carry out the post-disaster hazard mitigation program.

i. Transportation

1. The primary responsibility for this function is assigned to the COSA Emergency Management Coordinator who will prepare and maintain Annex S (Transportation) to this plan and supporting procedures.
2. Emergency tasks to be performed include:
 - a). Identify public and private transportation resources and coordinates their use in emergencies.
 - b). Coordinate deployment of transportation equipment to support emergency operations.
 - c). Establish and maintain a reserve pool of drivers, maintenance personnel, parts, and tools.
 - d). Maintain records on use of transportation equipment and personnel for purpose of possible reimbursement.

j. Donations Management

1. The primary responsibility for this function is assigned to the Salvation Army who will prepare

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and maintain Annex T (Donations Management) to this plan and supporting procedures.

2. Emergency tasks to be performed include:
 - a). Compile resource requirements identified by the Resource Management staff.
 - b). Solicit donations to meet known needs.
 - c). Establish and implement procedures to receive, accept or turn down offers of donated goods and services, and provide instructions to donors of needed goods or services.
 - d). In coordination with the Resource Management staff, establish a facility to receive, sort, and distribute donated goods.

k. Legal

1. The primary responsibility for this function is assigned to the City Attorney who will prepare and maintain Annex U (Legal) to this plan and supporting procedures.
2. Emergency tasks to be performed include:
 - a). Advise COSA officials on emergency powers of local government and procedures for invoking those measures.
 - b). Review and advise COSA officials on possible legal issues arising from disaster operations.
 - c). Prepare and/or recommend legislation to implement the emergency powers that may be required during an emergency.
 - d). Advise COSA officials and department heads on record-keeping requirements and other documentation necessary for the exercising of emergency powers.

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- l. Department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction the Mayor through the City Manager.

7. Volunteer and Other Services

a. Volunteer Groups

The following are local volunteer agencies that can provide disaster relief services and traditionally have coordinated their efforts with our local government:

1). American Red Cross.

Provides shelter management, feeding at fixed facilities and through mobile units, first aid, replacement of eyeglasses and medications, provision of basic clothing, and limited financial assistance to those affected by emergency situations. The Red Cross also provides feeding for emergency workers.

2). Salvation Army.

Provides emergency assistance to include mass and mobile feeding, temporary shelter, counseling, missing person services, medical assistance, and the warehousing and distribution of donated good including food clothing, and household items. It also provides referrals to government and private agencies for special services.

3). Texas Baptist Men's Disaster Relief.

Provides mobile feeding units staffed by volunteers. Active in providing disaster childcare, the agency has several mobile childcare units. Can also assist with clean-up activities, temporary repairs, reconstruction, counseling, and bilingual services.

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4). RACES/ARES

Either the Radio Amateur Civil Emergency Service (RACES) or the Amateur Radio Emergency Service (ARES) provide amateur radio support as appropriate for emergency operations, including possible communications support in the EOC.

b. Business Support.

The following businesses have agreed to provide support for emergency operations as indicated:

- 1). VIA
- 2). CPS
- 3). SAWS
- 4). SBC
- 5). Time Warner
- 6). TV
- 7). Radio
- 8). Independent School Districts

VI. DIRECTION AND CONTROL

A. General

1. The Mayor is responsible for establishing objectives and policies for emergency management and providing general guidance for disaster response and recovery operations. During disasters, those responsibilities may be carried out from the EOC.
2. The City Manager or designee will provide overall direction of the response activities of all COSA departments. During

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major emergencies and disaster, those responsibilities may be carried out from the EOC.

3. The COSA Emergency Management Coordinator will manage the EOC.
4. The Incident Commander, assisted by a staff sufficient for the tasks to be performed, will manage the emergency response at an incident site.
5. During emergency operations, COSA department heads retain administrative and policy control over their employees and equipment. However, personnel and equipment will carry out mission assignments directed by the Incident Commander. Each COSA department and agency is responsible for having its own operating procedures to be followed during response operations, but interagency procedures, such a common communications protocol, may be adopted to facilitate coordinated effort.
6. If COSA resources are insufficient or inappropriate to deal with an emergency situation, COSA may request assistance from other jurisdictions, organized volunteer groups, or the State. The process for requesting State or Federal assistance is covered in other sections of this Basic Plan. See also the Request for Assistance form in Annex M, Appendix 2. External agencies are expected to conform to the general guidance and direction provided by COSA senior decision-makers.

B. Emergency Facilities

1. Incident Command Post (ICP)

An Incident Command Post may be established in the vicinity of the incident site, except when an emergency threatens but has not occurred or when there is no specific hazard impact site such as a severe winter storm or area-wide utility outage. As noted previously, the Incident Commander will be responsible for directing the emergency response and managing the resources at the incident scene.

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2. Emergency Operating Center (EOC)

When major emergencies and disasters have occurred or appear imminent, COSA may activate the EOC, which is located at 115 Auditorium Circle.

3. The following individuals are authorized to activate the EOC:

- a. COSA Mayor or designee
- b. COSA City Manager or designee
- c. COSA Emergency Management Coordinator

4. The general responsibilities of the EOC are to:

- a. Assemble accurate information on the emergency situation and current resource data to allow local officials to make informed decisions on courses of action.
- b. Working with representatives of emergency services, determine and prioritize required response actions and coordinate their implementation.
- c. Provide resource support for emergency operations.
- d. Suspend or curtail government services, recommend the closure of schools and businesses, and cancellation of public events.
- e. Organize and activate large-scale evacuation and mass care operations.
- f. Provide emergency information to the public.

5. Representatives of those departments and agencies assigned emergency functions in this plan will staff the EOC. EOC operations are addressed in Annex N (Direction and Control). The interface between the EOC and the Incident Command Post is described above.

6. The Alternate EOC is located at the Texas Department of Transportation “Trans Guide” facility located in the southwest portion of the intersection with Interstate Highway 10 and Loop 410 on the northwest side of the city. This

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facility will be used if the COSA primary EOC becomes unusable.

7. COSA has two mobile command and control vehicles operated respectively by the Police and Fire Departments which may be used as an Incident Command Post.

C. Lines of Succession

1. The line of succession for the Mayor is:
 - a. Currently designated Mayor Pro Temp
 - b. Previously designated Mayor Pro Temp
 - c. Next previously designated Mayor Pro Temp
2. The line of succession for the City Manager is:
 - a. Deputy City Manager
 - b. Assistant City Manager with Public Works oversight
 - c. Assistant City Manager with oversight for Development Services
3. The line of succession for the Emergency Management Coordinator is:
 - a. COSA Fire Chief
 - b. COSA Deputy Fire Chief for Operations
 - c. COSA Deputy Fire Chief for Administration
4. Lines of succession for each COSA Department and Agency head shall be in accordance with the standard procedures established by those departments and agencies.

VII. READINESS LEVELS

- A. Many emergencies follow some recognizable build-up period during which actions can be taken to achieve a gradually increasing state of readiness. Readiness Levels will be determined by the City

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Manager or, for certain circumstances, by the Emergency Management Coordinator. General actions to be taken at each Readiness Level are outlined in the Annexes to this Basic Plan with more specific actions detailed in departmental standard procedures.

- B. The following Readiness Levels will be used as a means of increasing the COSA alert posture.
1. Normal Conditions
 - a. Emergency incidents occur and local officials are notified. One or more departments or agencies respond to handle the incident and an incident command post may be established. Limited assistance may be requested from other jurisdictions pursuant to established inter-local agreements.
 - b. The normal operations of government are not affected.
 2. Increased Readiness/"Watch" Conditions
 - a. Increased Readiness refers to a situation that presents a potential risk, but poses no immediate threat to life and/or property. Increased readiness actions may be appropriate when the situations similar to the following occur:
 - 1). Tropical Weather Threat

A tropical weather system has developed that has the potential to impact the local area. Readiness actions may include regular situation monitoring, a review of plans and resource status, determining staff availability and placing personnel on-call.
 - 2). Tornado Watch

Indicates the possibility of tornado development. Readiness actions may include increased situation monitoring and placing selected staff on alert.

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3). Flash Flood Watch

Indicates flash flooding is possible due to heavy rains occurring or expected to occur. Readiness actions may include increased situation monitoring, reconnaissance of known trouble spots, deploying warning signs.

4). Wildfire Threat

During periods of extreme wildfire threat; readiness actions may include deploying additional resources to areas most at risk, arranging for standby commercial water tanker support, conducting daily aerial reconnaissance, or initiating burn bans.

5). Mass Gathering

For mass gatherings with previous history of problems; readiness actions may include reviewing security, traffic control, fire protection, and first aid planning with organizers and determining additional requirements.

- b. Declaration of “Watch” Conditions will generally require the initiation of the “Increased Readiness” activities identified in each Annex to this plan.

3. High Readiness/“Warning” Conditions

- a. High Readiness refers to a situation with a significant potential and probability of causing loss of life and/or property. This condition will normally require some degree of warning to the public. Actions could be triggered by severe weather warning information issued by the National Weather Service such as:

1). Tropical Weather Threat

A tropical weather system may impact the local area within 72 hours. Readiness actions may include continuous storm monitoring, identifying worst-case decision points, increasing preparedness of personnel and equipment, updating evacuation checklists,

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verifying evacuation route status, and providing the public information for techniques to protect homes and businesses on the evacuation routes.

2). Tornado Warning

Issued when a tornado has actually been sighted in the vicinity or indicated by radar and may strike in the local area. Readiness actions may include activating the EOC, continuous situation monitoring, and notifying the public about the warning.

3). Flash Flood Warning

Issued to alert persons that flash flooding is imminent or occurring on certain streams or designated areas and immediate action should be taken. Readiness actions may include notifying the public about the warning, evacuating low-lying areas, open shelters to house evacuees, and continuous situation monitoring.

4). Winter Storm Warning

Issued when heavy snow, sleet, or freezing rain is forecast to occur separately or in a combination. Readiness actions may include preparing for possible power outages, putting road crews on stand-by to clear and/or sand the roads, and continuous situation monitoring.

5). Mass Gathering

Civil disorder with relatively large-scale localized violence is imminent. Readiness actions may include increased law enforcement presence, putting hospitals and fire departments on alert, and continuous situation monitoring.

- b. Declaration of “Warning” Conditions will generally require the initiation of the “High Readiness” activities identified in each Annex to this plan.

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4. Maximum Readiness/Emergency Conditions

- a. Maximum Readiness refers to situation that hazardous conditions are occurring to various degrees. This condition denotes a greater sense of danger and urgency than associated with a “Watch” event. Actions could also be generated by severe weather warning information issued by the National Weather Service combined with various factors making the event gravely critical.

1). Tropical Weather Threat

The evacuation decision is nearing for an approaching tropical weather system that will impact the local area. Readiness actions may include continuous situation monitoring, call activation of the EOC, recommending precautionary actions for special facilities, placing emergency personnel and equipment into position for emergency operations, and preparing public transportation resources for evacuation support.

2). Tornado Warning

Tornado has been sighted especially close to a populated area or moving towards a populated area. Readiness actions include taking immediate shelter and put damage assessment teams on stand-by.

3). Flash Flood Warning

Flooding is occurring at specific locations. Readiness actions may include evacuations, rescue teams on alert, sheltering evacuees and/or others displaced by the flooding, and continuous monitoring of the situation.

4). Mass Gathering

Civil disorder is about to erupt into large-scale and widespread violence. Readiness actions may include having all EMS units on stand-by, all law enforcement present for duty, notify the

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DDC that assistance may be needed and keep them apprised of the situation, and continuous situation monitoring is required.

- b. Declaration of “Emergency Conditions” will generally require the initiation of the “Maximum Readiness” activities identified in each Annex to this plan.

VIII. ADMINISTRATION AND SUPPORT

A. Agreements and Contracts

Should COSA resources prove to be inadequate during an emergency; requests will be made for assistance from other local jurisdictions, other agencies, and industry in accordance with existing mutual-aid agreements and contracts as well as those agreements and contracts that may be put in place during the emergency. See Attachment # 6. Such assistance may include equipment, supplies, or personnel. All agreements will be entered into by duly authorized COSA officials and should be in writing whenever possible. All agreements and contracts should identify the COSA officials authorized to request assistance pursuant to those documents.

B. Reports

1. Hazardous Materials Spill Reporting

If COSA is responsible for a release of hazardous materials of a type or quantity that must be reported to state and federal agencies, the COSA department or agency responsible for the spill shall make the required report. See Annex Q (Hazardous Materials and Oil Spill Response) for more information. If the party responsible for a reportable spill cannot be located, the Incident Commander shall ensure that the required reports are made.

2. Incident Report

This short report should be prepared and transmitted by the EOC when an on-going emergency incident appears likely to worsen and COSA may need assistance from other local governments or the State. See Annex N (Direction and Control) for the format and instructions for this report.

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3. Situation Report

A daily situation report should be prepared and distributed by the EOC during major emergencies or disasters. See Annex N (Direction and Control) for the format of and instructions for this report.

4. Other Reports

Several other reports covering specific functions are described in the Annexes to this plan.

C. Records

1. Record Keeping for Emergency Operations

COSA is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This record keeping shall be done in accordance with COSA fiscal policies and standard cost accounting procedures.

a. Activity Logs

The Incident Command Post and the EOC shall maintain accurate logs recording key response activities including:

- 1). Activation or deactivation of emergency facilities.
- 2). Emergency notifications to other local governments and to State and Federal agencies.
- 3). Significant changes in the emergency situation.
- 4). Major commitments of resources or requests for additional resources from external sources.
- 5). Issuance of protective action recommendations to the public.
- 6). Evacuations
- 7). Casualties

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8). Containment or termination of the incident.

b. Incident Costs

All COSA departments and agencies shall maintain records summarizing the use of personnel, equipment, and supplies during the response to day-to-day incidents to obtain a estimate of annual emergency response costs that can be used in preparing future department or agency budgets.

c. Emergency or Disaster Costs

For major emergencies or disasters, all COSA departments and agencies participating in the emergency response shall maintain detailed reports of costs for emergency operations to include:

- 1). Personnel cost, especially overtime costs
- 2). Equipment operations costs
- 3). Costs for leased or rented equipment
- 4). Costs for contract services to support emergency operations
- 5). Costs of specialized supplies expended for emergency operations

These records may be used to recover costs from the responsible party or insurers as well as a basis for requesting financial assistance for certain allowable response and recovery costs from the State and/or Federal government.

3. Preservation of Records

- a. In order to continue normal government operations following an emergency situation or disaster, vital records must be protected. These include legal documents as well as property and tax records. The principal causes of damage to records are fire and water; therefore, essential records should be protected accordingly. Each agency responsible for preparation

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of Annexes to this plan will include protection of vital records in its standard procedures.

- b. If records are damaged during an emergency, COSA will seek professional assistance to preserve and restore the records.

D. Consumer Protection

Consumer complaints regarding alleged unfair or illegal business practices often occur in the aftermath of a disaster. Such complaints will be referred to the City Attorney, who will pass such complaints to the Consumer Protection Division of the Office of the Attorney General.

E. Post-Incident and Exercise Review

The Emergency Management Coordinator is responsible for organizing and conducting a critique following the conclusion of a significant emergency, incident, or exercise. The critique will entail both written and verbal input from all appropriate participants. Where deficiencies are identified; an individual, department, or agency will be assigned responsibility for correcting the deficiency and a due date shall be established for that action.

IX. PLAN DEVELOPMENT AND MAINTENANCE

A. Plan Development

The Mayor is responsible for approving and promulgating this Emergency Management Basic Plan.

B. Distribution of Documents

1. The Mayor shall determine the distribution of this Basic Plan and its Annexes. In general; copies of the Basic Plan and Annexes will be distributed to those individuals, departments, agencies, and organizations tasked in this document. Copies will also be set aside for the EOC and other emergency facilities.
2. In general, individuals who receive Annexes to the Basic Plan will also receive a copy of this plan because the Basic Plan

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describes the Emergency Management organization and basic operational concepts of COSA. See Attachment 1.

C. Review

The Basic Plan and its Annexes shall be reviewed annually by COSA officials. The Emergency Management Coordinator will establish a schedule for the annual review of planning documents by appropriate officials.

D. Update

1. This plan will be updated based upon deficiencies identified during actual emergency situations and exercises as well as when changes in threat hazards, resources and capabilities, or government structure occur.
2. The Basic Plan and its Annexes must be revised or updated by a formal change at least **every five years**. Responsibility for revising or updating the Basic Plan is assigned to the Emergency Management Coordinator. Responsibility for revising or updating the Annexes to this plan is outlined in the “Assignment of Responsibilities” section as well as in each Annex. For details on the methods of updating planning documents as well as more information on when changes should be made, refer to Chapter 3 of the Division of Emergency Management (DEM) *Local Emergency Management Planning Guide* (DEM-10).
3. Revised or updated planning documents will be provided to all COSA departments, agencies, and individuals tasked in those documents.
4. §418.043(4) of the Government Code provides that DEM shall review local emergency management plans. The process for submitting new or updated planning documents to DEM is described in Chapter 6 of the DEM-10. The Emergency Management Coordinator is responsible for submitting copies of planning documents to the DEM Regional Liaison Officer for review.

X. ATTACHMENTS:

1. DISTRIBUTION LIST
2. REFERENCES

EMERGENCY MANAGEMENT – BASIC PLAN

3. ORGANIZATION FOR EMERGENCIES
4. FUNCTIONAL RESPONSIBILITY MATRIX
5. ANNEX ASSIGNMENTS
6. AGREEMENTS AND CONTRACTS
7. INCIDENT COMMAND SYSTEM SUMMARY
8. ACRONYMS AND DEFINITIONS

XI. ANNEXES (DISTRIBUTED UNDER SEPARATE COVER)

Annex A – Warning
Annex B – Communications
Annex C – Shelter and Mass Care
Annex D – Radiological Protection
Annex E – Evacuation
Annex F – Fire Fighting
Annex G – Law Enforcement
Annex H – Health and Medical
Annex I – Public Information
Annex J – Recovery
Annex K – Public Works and Engineering
Annex L – Energy and Utilities
Annex M – Resource Management
Annex N – Direction and Control
Annex O – Human Services
Annex P – Hazard Mitigation
Annex Q – Hazardous Materials and Oil Spill Response
Annex R – Search and Rescue
Annex S – Transportation
Annex T – Donations Management
Annex U – Legal
Annex V – Terrorist Incident Response

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ATTACHMENT 1

DISTRIBUTION LIST

JURISDICTION/AGENCY

EOC REFERENCE LIBRARY	3
MAYOR	1
CITY MANAGER	1
EMERGENCY MANAGEMENT COORDINATOR	1
FIRE CHIEF	3
POLICE CHIEF	2
CITY ATTORNEY	1
COMMUNITY INITIATIVES DIRECTOR	1
METROPOLITAN HEALTH DISTRICT (MHD) DIRECTOR	4
DEVELOPMENT SERVICES DIRECTOR	1
PUBLIC WORKS DIRECTOR/CPS/SAWS REPRESENTATIVES	3
CITY CLERK	1
CITY PUBLIC INFORMATION OFFICER (PIO)	1
AMERICAN RED CROSS	1
THE SALVATION ARMY	1
SOUTHERN BAPTIST CONVENTION DISASTER RELIEF	1
GREATER SAN ANTONIO HOSPITAL ASSOCIATION	1
BEXAR COUNTY MEDICAL SOCIETY	1
SCHOOL TRANSPORTATION DIRECTORS/VIA	1
DEM REGIONAL LIAISON OFFICER	1
BEXAR COUNTY LOCAL EMERGENCY PLANNING COMMITTEE	1
AACOG	1

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ATTACHMENT 2

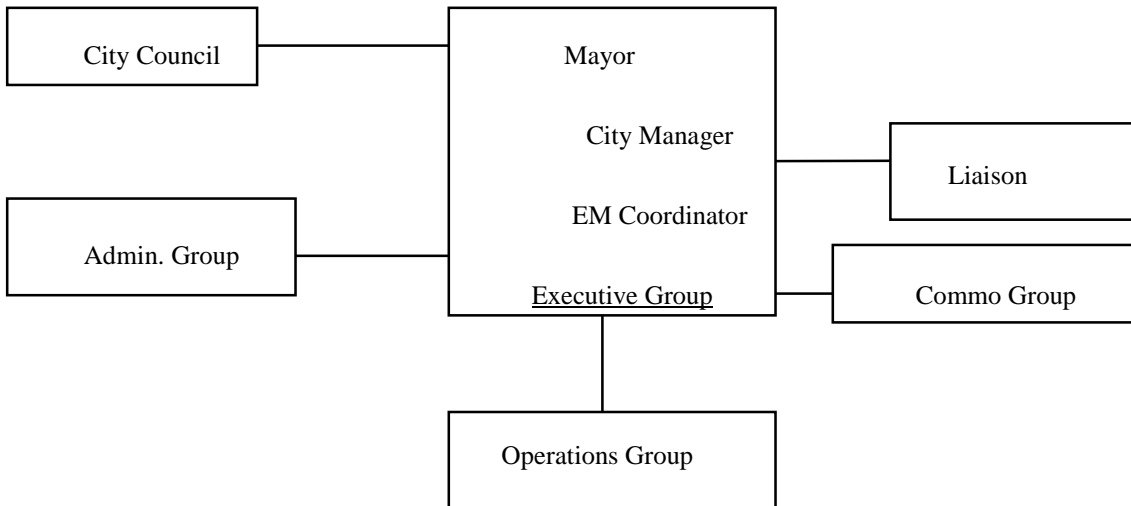
REFERENCES

1. TEXAS DEPARTMENT OF PUBLIC SAFETY, DIVISION OF EMERGENCY MANAGEMENT, *LOCAL EMERGENCY MANAGEMENT PLANNING GUIDE*, DEM-10
2. TEXAS DEPARTMENT OF PUBLIC SAFETY, DIVISION OF EMERGENCY MANAGEMENT, *DISASTER RECOVERY MANUAL*
3. TEXAS DEPARTMENT OF PUBLIC SAFETY, DIVISION OF EMERGENCY MANAGEMENT, *MITIGATION HANDBOOK*
4. FEMA, INDEPENDENT STUDY COURSE, IS-288: *THE ROLE OF VOLUNTARY ORGANIZATIONS IN EMERGENCY MANAGEMENT*
5. FEMA, *STATE AND LOCAL GUIDE (SLG) 101: GUIDE FOR ALL-HAZARD EMERGENCY OPERATIONS PLANNING*

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ATTACHMENT 3

ORGANIZATION FOR EMERGENCY MANAGEMENT



Executive Group

Mayor
City Manager
EM Coordinator
City Attorney
Fire Chief
Police Chief
MHD Director
Public Works Director
CITY PIO
Community Initiative
Aviation
Parks & Recreation
Development Services
Finance
Human Resources

Communications Group

City Communications
Amateur Radio Volunteers

Operations Group

Deputy City Manager
Law Enforcement
Fire/HAZMAT
EMS/Rescue
City Public Service
Public Works
Parks & Recreation
San Antonio Water Systems
AMERICAN RED CROSS
Metropolitan Health District (MHD)
Development Services

Administrative Group

General Support/Clerks
Phones/Messengers
Security

Liaison Function

Military – National Guard
DPS - Div. of Emer. Mgmt

EMERGENCY MANAGEMENT – BASIC PLAN

ATTACHMENT 4

EMERGENCY MANAGEMENT FUNCTIONAL RESPONSIBILITIES

	WARNING	COMMUNICATIONS	SHELTER & MASS CARE	RADIOLOGICAL PROTECTION	EVACUATION	FIREFIGHTING	LAW ENFORCEMENT	HEALTH & MEDICAL	EMERGENCY PUBLIC INFORMATION	RECOVERY	PUBLIC WORKS & ENGINEERING	ENERGY & UTILITIES	RESOURCE MANAGEMENT	DIRECTION & CONTROL	HUMAN SERVICES	HAZARD MITIGATION	HAZMAT & OIL SPILL RESPONSE	SEARCH & RESCUE	TRANSPORTATION	DONATIONS MANAGEMENT	LEGAL	TERRORIST INCIDENT RESPONSE
MAYOR	S	S	S	S	S	S	S	S	S	S	S	S	S	C	S	S	S	S	S	S	S	S
CITY PUBLIC INFORMATION OFF		S	S	S	S			S	P	S		S	S	S	S		S		S	S		S
EMC	C	C	C	C	P	C	C	C	C	C	C	C	P	P	C	S	C	C	P	S	C	P
LAW ENFORCEMENT	S	S	S	S	S	S	P						S	S	S		S	S		S		P
FIRE SERVICE	P	S	S	C	S	P							S	S		S	P	P		S		S
PUBLIC WORKS		S	S	S	S		S			S	P	P	S	S		P	S	S				S
PUBLIC WORKS/CPS/SAWS*		S								S		C	S	S		S	S			S		S
METROPOLITAN HEALTH DIST.			S	P	S			P					S	S	S		S	S	S	S		S
COMMUNITY INITIATIVES DEPT.			S		S								S		P	S				S		S
RED CROSS			P		S			S	S	S			S	S	S				S	S		S
SALVATION ARMY			S		S			S	S	S			S	S	S				S	P		S
DEVELOPMENT SERVICES DIR.										P			S			S				S		
VIA/SCHOOL DISTRICTS			S		S								S		S		S		C			S
CITY ATTORNEY					S								S			S				S	P	S
SEARCH & RESCUE					S	P								S				P				S
EOC COMMUNICATIONS	S	P	S	S	S			S	S	S			S	S			S	S		S		

P – INDICATES PRIMARY RESPONSIBILITY
 S – INDICATES SUPPORT RESPONSIBILITY
 C – INDICATES COORDINATION RESPONSIBILITY
 * - SHARED ROLES

EMERGENCY MANAGEMENT – BASIC PLAN

ATTACHMENT 5

ANNEX ASSIGNMENTS

ANNEX	ASSIGNED TO:
ANNEX A: WARNING	EMERGENCY MANAGEMENT COORDINATOR/FIRE SERV.
ANNEX B: COMMUNICATIONS	EOC COMMUNICATIONS COORDINATOR
ANNEX C: SHELTER & MASS CARE	AMERICAN RED CROSS
ANNEX D: RADIOLOGICAL PROTECTION	METROPOLITAN HEALTH DISTRICT DIRECTOR
ANNEX E: EVACUATION	EMERGENCY MANAGEMENT COORDINATOR
ANNEX F: FIRE FIGHTING	FIRE CHIEF
ANNEX G: LAW ENFORCEMENT	POLICE CHIEF
ANNEX H: HEALTH AND MEDICAL SERVICES	METROPOLITAN HEALTH DISTRICT DIRECTOR
ANNEX I: EMERGENCY PUBLIC INFORMATION	COSA PUBLIC INFORMATION OFFICER
ANNEX J: RECOVERY	DEVELOPMENT SERVICES DIRECTOR
ANNEX K: PUBLIC WORKS & ENGINEERING	PUBLIC WORKS DIRECTOR
ANNEX L: ENERGY & UTILITIES	PUBLIC WORKS DIRECTOR
ANNEX M: RESOURCE MANAGEMENT	EMERGENCY MANAGEMENT COORDINATOR
ANNEX N: DIRECTION & CONTROL	EMERGENCY MANAGEMENT COORDINATOR
ANNEX O: HUMAN SERVICES	COMMUNITY INITIATIVES DIRECTOR
ANNEX P: HAZARD MITIGATION	PUBLIC WORKS DIRECTOR
ANNEX Q: HAZARDOUS MATERIALS & OIL SPILLS	FIRE CHIEF
ANNEX R: SEARCH & RESCUE	FIRE CHIEF
ANNEX S: TRANSPORTATION	EMERGENCY MANAGEMENT COORDINATOR
ANNEX T: DONATIONS MANAGEMENT	SALVATION ARMY
ANNEX U: LEGAL	CITY ATTORNEY
ANNEX V: TERRORIST INCIDENT RESPONSE	POLICE CHIEF AND EMERGENCY MANAGEMENT COORD.

ATTACHMENT 6

SUMMARY OF AGREEMENTS AND CONTRACTS

AGREEMENTS

DESCRIPTION: **RED CROSS AGREEMENT**

SUMMARY OF PROVISIONS: MASS CARE SHELTERING & BASIC WELFARE

OFFICIALS AUTHORIZED TO IMPLEMENT: TODD FOREMAN & MIKE MILLER

COSTS: VOLUNTARY

COPIES HELD BY: SAN ANTONIO RED CROSS & COSA EMERGENCY MANAGEMENT

DESCRIPTION: **SALVATION ARMY AGREEMENT**

SUMMARY OF PROVISIONS: MASS CARE FEEDING & BASIC WELFARE

OFFICIALS AUTHORIZED TO IMPLEMENT: MAJOR HOWARD BRATCHER & MIKE MILLER

COSTS: VOLUNTARY

COPIES HELD BY: SAN ANTONIO SALVATION ARMY & COSA EMERGENCY MANAGEMENT

DESCRIPTION: **REGIONAL CATASTROPHIC DISASTER MUTUAL AID AGREEMENT**

SUMMARY OF PROVISIONS: MAJOR FIRE, BLDG. COLLAPSE, HAZMAT, & AIRCRAFT CRASH

OFFICIALS AUTHORIZED TO IMPLEMENT: LOCAL FIRE CHIEFS OR EQUIVALENT

COSTS: AGREEMENT STIPULATIONS

COPIES HELD BY: FIFTY-ONE (51) BEXAR COUNTY EMERGENCY ORGANIZATIONS

DESCRIPTION: **EMERGENCY REPATRIATION MEMORANDUM OF UNDERSTANDING**

SUMMARY OF PROVISIONS: OVERSEAS CIVILIAN EVACUEE HOSTING AND PROCESSING

OFFICIALS AUTHORIZED TO IMPLEMENT: FEDERAL, STATE, AND CITY GOVERNMENT

COSTS: REIMBURSABLE

COPIES HELD BY: TEXAS DEPT. OF HUMAN SERVICES & COSA EMERG. MGMT.

UNDERSTANDINGS

DESCRIPTION: AREA LAW ENFORCEMENT SUPPORT

SUMMARY OF PROVISIONS: SWAT, BOMB SQUAD, HELICOPTER

OFFICIALS AUTHORIZED TO IMPLEMENT: CHIEF OF POLICE

COSTS: ABSORBED

COPIES HELD BY: DISCRETIONARY REQUEST

DESCRIPTION: NATIONAL DISASTER MEDICAL SYSTEM (NDMS)

SUMMARY OF PROVISIONS: MEDICAL HOSTING OF HEALTH CARE EVACUEES

OFFICIALS AUTHORIZED TO IMPLEMENT: DOD/DHHS/VETERANS ADMINISTRATION

COSTS: REIMBURSABLE

COPIES HELD BY: AUDIE MURPHY VA HOSPITAL

EMERGENCY MANAGEMENT – BASIC PLAN

DESCRIPTION: TEXAS TASK FORCE ONE

SUMMARY OF PROVISIONS: STATEWIDE DISASTER RESCUE RESPONSE

OFFICIALS AUTHORIZED TO IMPLEMENT: DEM

COSTS: ABSORBED

COPIES HELD BY: TEEEX/FIRE DEPARTMENTS

DESCRIPTION: MILITARY SUPPORT FOR CIVIL AUTHORITIES (MSCA)

SUMMARY OF PROVISIONS: LOCAL MILITARY BASE DISASTER RESPONSE

OFFICIALS AUTHORIZED TO IMPLEMENT: BASE COMMAND ON REQUEST

COSTS: ABSORBED

COPIES HELD BY: COMMANDER'S DISCRETION

ATTACHMENT 7

INCIDENT COMMAND SYSTEM (ICS) SUMMARY

A. BACKGROUND

ICS is a management system that can be used to manage emergency incidents or non-emergency events such as celebrations. The system works equally well for small incidents and large-scale emergency situations. The system has built-in flexibility to grow or shrink depending on current needs. It is a standardized system, so personnel from a variety of agencies and geographic locations can be rapidly incorporated into a common management structure.

B. FEATURES OF ICS

ICS has a number of features that work together to make it a real management system. Among the primary attributes of ICS are:

1. Standard Management Functions.
 - a. Command

Sets objectives and priorities and has overall responsibility at the incident or event.
 - b. Operations

Conducts tactical operations, develops the tactical objectives, and organizes and directs all resources.
 - c. Planning

Develops the action plan to accomplish the objectives, collects and evaluates information, and maintains the resource status.
 - d. Logistics

Provides support to meet incident needs, provides resources and all other services needed to support

EMERGENCY MANAGEMENT – BASIC PLAN

e. Finance/Administration

Monitors costs, provides accounting, procurement, time recording, and cost analysis.

2. The individual designated as the Incident Commander has responsibility for all functions. In a limited incident, the Incident Commander and one or two individuals may perform all functions. In a larger emergency situation, each function may be assigned to a separate individual.

3. Management by Objectives

At each incident, the management staff is expected to understand agency or jurisdiction policy and guidance, establish incident objectives, select an appropriate strategy to deal with the incident, and provide operational guidance – select tactics appropriate to the strategy and direct available resources.

4. Unity and Chain of Command

Unity of command means that even though an incident command operation is a temporary organization, every individual should be assigned a designated supervisor. Chain of command means that there is an orderly line of authority within the organization.

5. Organizational Flexibility

Within the basic ICS structure (depicted in Attachment 3), the organization should at any given time include only what is required to meet planned objectives. The size of the organization is determined through the incident action planning process. Each element of the organization should have someone in charge; in some cases, a single individual may be in charge of more than one unit. Resources are activated as needed and resources that are no longer needed are demobilized.

6. Common Terminology

In ICS, common terminology is used for organizational elements, position titles, resources, and facilities. This facilitates communication among personnel from different emergency services, agencies, and jurisdictions.

EMERGENCY MANAGEMENT – BASIC PLAN

7. Limited Span of Control

Span of control is the number of individuals one supervisor can realistically manage. Maintaining an effective span of control is particularly important where safety is paramount. If a supervisor is supervising fewer than 3 subordinates or more than 7, the existing organization structure should be reviewed.

8. Personnel Accountability

Continuous personnel accountability is achieved by using a resource unit to track personnel and equipment, check-in/check out procedures, ensuring each person has a single supervisor, preparing assignment lists, and maintaining logs of activities.

9. Incident Action Plan

The incident action plan, which may be verbal or written, is intended to provide supervisory personnel a common understanding of the situation and direction for future action. The plan includes a statement of objectives, organizational description, assignments, and support material such as maps. An Incident Briefing Form may be used on smaller incidents. Written plans are desirable when two or more jurisdictions are involved, when state and/or federal agencies are assisting local response personnel, or there has been significant turnover in the incident staff.

10. Integrated Communications

Integrated communications includes interfacing disparate communications as effectively as possible, planning for the use of available systems and frequencies, and requiring the use of clear text in communications.

11. Resource Management

Resources may be managed as single resources or organized in task forces or strike teams. The status of resources is tracked in three categories: assigned, available, and out of service.

C. UNIFIED COMMAND

1. Unified Command is a variant of ICS used when there is more than one agency or jurisdiction with responsibility for the incident or

EMERGENCY MANAGEMENT – BASIC PLAN

when personnel and equipment from a number of different agencies or jurisdictions are responding to it. This might occur when the incident site crosses jurisdictional boundaries or when an emergency situation involves matters for which state and/or federal agencies have regulatory responsibility or legal requirements to respond to certain types of incidents.

2. ICS Unified Command is intended to integrate the efforts of multiple agencies and jurisdictions. The major change from a normal ICS structure is at the top. In a Unified command, senior representatives of each agency or jurisdiction responding to the incident collectively agree on objectives, priorities, and an overall strategy or strategies to accomplish objectives; approve a coordinated Incident Action Plan; and designate an Operations Section Chief. The Operations Section Chief is responsible for managing available resources to achieve objectives. Agency and jurisdictional resources remain under the administrative control of their agencies or jurisdictions, but respond to mission assignments and direction provided by the Operations Section Chief based on the requirements of the Incident Action Plan.

ATTACHMENT 8

ACRONYMS AND DEFINITIONS

A. Acronyms

ARC	AMERICAN RED CROSS
CFR	CODE OF FEDERAL REGULATIONS
DDC	DISASTER DISTRICT COMMITTEE
EOC	EMERGENCY OPERATIONS CENTER
EPI	EMERGENCY PUBLIC INFORMATION
FBI	FEDERAL BUREAU OF INVESTIGATION
FEMA	FEDERAL EMERGENCY MANAGEMENT AGENCY
HAZMAT	HAZARDOUS MATERIAL
ICP	INCIDENT COMMAND POST
ICS	INCIDENT COMMAND SYSTEM
OSHA	OCCUPATIONAL HEALTH & SAFETY ADMINISTRATION

B. Definitions

Disaster District

Disaster Districts are regional state emergency management organizations mandated by the Executive Order of the Governor relating to Emergency Management whose boundaries parallel those of Highway Patrol Districts and Sub-Districts of the Texas Department of Public Safety.

Disaster District Committee (DDC)

The DDC consists of a Chairperson (DPS Patrol captain) and representatives of the state agencies and volunteer groups represented on the State Emergency Management Council with resources in the district. The DDC Chairperson, supported by committee members, is responsible for identifying, coordinating the use of, committing, and directing state resources within the district to respond to emergencies.

Emergency Operations Center

Specially equipped facilities from which government officials exercise direction and control and coordinate necessary resources in an emergency situation.

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Emergency Public Information

Information that is disseminated to the public via the news media before, during, and/or after an emergency or disaster.

Emergency Situation

As used in this plan, this term is intended to describe a *range* of situations, from an incident to a major disaster. It includes the following:

*** Incident**

An incident is a situation that is limited in scope and potential effects. Characteristics of an incident include:

- 1). Involves a limited area and/or limited population.
- 2). Evacuation or in-place sheltering is typically limited to the immediate area of the incident.
- 3). Warning and public instructions are provided in the immediate area, not community-wide.
- 4). One or two local response agencies or departments acting under an incident commander normally handle incidents. Requests for resource support are normally handled through agency and/or departmental channels.
- 5). May require limited external assistance from other local response agencies or contractors.

*** Emergency**

An emergency is a situation is larger in scope and more severe in terms of actual or potential effects than an incident. Characteristics include:

- 1). Involves a large area, significant population, or important facilities.
- 2). May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.

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- 3). May require community-wide warning and public instructions.
- 4). Requires a sizable multi-agency response operating under an incident commander.
- 5). May require some external assistance from other local response agencies, contractors, and limited assistance from state or federal agencies.
- 6). The EOC will be activated to provide general guidance and direction, coordinate external support, and provide resource support for the incident.

* **Disaster**

A disaster involves the occurrence or threat of significant casualties and/or widespread property damage that is beyond the capability of the local government to handle with its organic resources. Characteristics include:

- 1). Involves a large area, a sizable population, and/or important facilities.
- 2). May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.
- 3). Requires community-wide warning and public instructions.
- 4). Requires a response by all local response agencies operating under one or more incident commanders.
- 5). Requires significant external assistance from other local response agencies, contractors, and extensive state or federal assistance.
- 6). The EOC will be activated to provide general guidance and direction, provide emergency information to the public, coordinate state and federal support, and coordinate resource support for emergency operations.

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Hazard Analysis

A document, published separately from this plan, that identifies the local hazards that have caused or possess the potential to adversely affect public health and safety, public or private property, or the environment.

Hazardous Material (Hazmat)

A substance in a quantity or form posing an unreasonable risk to health, safety, and/or property when manufactured, stored, or transported. The substance, by its nature, containment, and reactivity, has the capability for inflicting harm during an accidental occurrence. Is toxic, corrosive, flammable, reactive, an irritant, or a strong sensitizer, and poses a threat to health and the environment when improperly managed. Includes toxic substances, certain infectious agents, radiological materials, and other related materials such as oil, used oil, petroleum products, and industrial solid waste substances.

Inter-local Agreements

Arrangements between governments or organizations, either public or private, for reciprocal aid and assistance during emergency situations where the resources of a single jurisdiction or organization are insufficient or inappropriate for the tasks that must be performed to control the situation. Commonly referred to as a mutual aid agreement.